

The Macedon Digest

The Australian Newsletter of Disaster Management

Produced by the Australian Natural Disasters Organisation

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CHANGE OF LEADERSHIP AT NDO

Major General B. W. (Hori) Howard AM, MC, handed over control of NDO to his successor Commodore C. J. Littleton on December, 1989, prior to assuming duty as Director of the New South Wales State Emergency Service.

General Howard is universally known to his wide circle of friends by his Kiwi nickname of "Hori", earned early in his rugby career for the enthusiasm of his approach.

Major General Howard took over on 27 February 1987 as Director General and set about a series of improvements, the benefits of which have flowed to emergency services at national and international level.

On the international scene, he visited Geneva in May as Oceania representative on the United Nations Sasakawa Disaster Prevention Award Committee; further invitations followed in May 1988 and April 1989. During the 1988 trip to Geneva, side visits to Hong Kong, Bangkok, the USA and Canada were made to study overseas counter disaster and civil defence developments.

1987 was a busy year for the Director General on the overseas scene as he assisted authorities with counter disaster planning on Norfolk Island, visited the New Zealand Ministry of Civil Defence and represented the Australian Defence Force at Okinawa. In the current year he was selected to assist international delegations considering the future of Cambodia and from July to September worked on this project in Paris. Closer to home he has also chaired the Australian Decorations Advisory Committee which advises the Governor General on National Bravery Awards.

In addition, he has achieved improvements in areas of NDO including increased financial efficiency and extension of the Regional Officer Support Program to include State/Territory Training Officers. Production of a series of Australian Disaster Training Manuals has also commenced (see article Page 8 on BHP sponsorship).

The Director General considered the old Australian Counter Disaster Handbook (ACDH) and decided that it should be updated, revised and divided into three components. The first two parts which have been printed and distributed are :

- ◆ Commonwealth Counter Disaster Concepts and Principles (Vol 1 of the ACDH)
- ◆ Australian Counter Disaster Arrangements (Vol 2 of the ACDH)

Volume 3 covering Policies and Procedures should be

available by December.

Other aspects of his leadership are less visible to the general public but nevertheless impact upon Australian Counter Disaster Preparedness.

These include :

- ◆ Computerisation of the National Emergency Operations Centre (NEOC) and administrative/training elements;
- ◆ Establishment and documentation of functional goals and objectives; and
- ◆ Implementation of corporate planning processes.

During his term as DGNDO, movement of the former Fallout Shelter Survey Section from Sydney to Canberra was completed with enhancement of responsibilities to encompass all civil defence aspects.

Major General Howard leaves his successor an efficient and effective organisation. He takes with him the best wishes of his staff and friends who look forward to continued relationships in his new role as the Director of the New South Wales State Emergency Service.

Farewell message from Major General B. W. Howard AM. MC.

As my tour of duty as DGNDO draws rapidly to a close I would like to express my sincere thanks to those members of the counter disaster community who have helped and supported me during the past three years. This appointment has been amongst the most rewarding over my thirty four years of military service, mainly because it involves helping people. I know now that the Australian counter disaster community provides a great service to the people of this country, often with scant recognition. We are at least the equal of if not superior to our counterparts in other countries, some of which attract much higher profiles. We are effective and will remain so provided we work together in the right spirit of co-operation, and do not let rivalries get the better of us. My very best wishes to you all.

Compliments of the Season to All Our Readers

DISASTER MANAGEMENT: AUSTRALIA AND ISRAEL - A STUDY IN CONTRASTS



by
Prof. Hayim Granot
Mass Emergencies Project
School of Social Work
Bar-Ilan University



Introduction

During my all too brief but intensive visit to the ACDC I had an opportunity to compare disaster planning in my home country of Israel with that of my hosts in Australia. The more I reflected on this cross-national comparison the more I came to realise that I had actually been provided the rare experience of looking at almost mirror-image opposites in concept. With the proviso that the reader will accept these observations as the impressions of a guest, rather than the studied opinion of an expert on Australian planning, I shall try to commit these impressions to paper.

The Differences

■ Military and Civilian Hazards Awareness:

Perhaps the most significant difference between Australian and Israeli disaster planning is the preponderant role of hostilities in Israeli preparedness as against the centrality of natural, industrial and transportation hazards in Australian planning. This difference in orientation can readily be explained by comparing the geopolitical circumstances of the two countries.

Israel is a minute state of 4.5 million people surrounded by hostile neighbours with twenty times its population and a history of repeated aggression. Between wars Israel has had to cope with brutal acts of terror against civilians, often perpetrated outside its borders on the world arena. Australia, by comparison, enjoys the relative security of its insular boundaries. Its limited involvement in wars since WWII has not entailed an immediate threat to its civilian population. Although there is always the possibility of conflict most individuals would probably not perceive local war, as distinct from a world conflict, as a concrete threat.

As a result of these two diverse perceptions of hazard it has proven difficult for Israeli planners, until quite recently, to contemplate civilian hazards while I believe that it is difficult for a good portion of Australia's public to support military preparedness.

■ Military vs. Civilian Leadership:

The above-mentioned difference in orientation has given rise to a related second difference in the interface of military and civilian leadership in matters of disaster planning. Israel's planning is overwhelmingly in the hands of the military. Without the leadership and initiative of the Ministry of Defence and the Civil Defence Corps of the

Israel Defence Force (IDF), it is doubtful if there would be much chance to develop any co-ordinated emergency plans either locally or nationally.

Most of those involved in disaster planning are active or retired military officers. It shouldn't surprise us that this background affects the way they approach emergency planning and management. Although the immediate local response in peacetime is a matter for police, fire and Magen David Adom (Israel's equivalent of the Red Cross), planning and co-ordination on a national level remain largely a civil defence initiative.

Australian disaster planning also has a civil defence and military input in its development. I understand, however, that leadership has been broadened over the past decade or so to reflect less of a civil defence and more of a disaster management approach.

■ Secrecy vs. Openness:

As a result of the military orientation which still dominates Israel's leadership our disaster plans are secret operations planned, appropriately or not, to be conducted like military campaigns. Australian disaster planning is conceived of as a civilian operation even if it still retains elements of the classic civil defence model.

I could walk into an SES organization and be shown their displan for a non-hostility related hazard. I could not do so in Israel without a security clearance. Such plans are cloaked in military secrecy: partly because they are related to military contingencies and partly out of force of habit.

■ Hazards Mitigation:

Israeli emergency planners have only recently begun to consider civilian hazards. I regret to say that lack of foresight has exacerbated several environmental problems in our country of extremely limited natural resources. To correct these errors now would require heavy appropriation of public funds which are unavailable. Although I think that Australia is relatively better off with regards to natural resources I would imagine that your political leadership faces a similar dilemma when faced with newly revealed hazards of natural or human origin.

■ Planning and Response:

Long-term planning is not Israel's strong card. So much of our 42 year history has involved unexpected sudden events that Israelis have become past masters of the art of instant response and innovative short-term planning.

Our involvement in hostilities means that many emergency groupings, as well as individuals, have had the experience of coping with difficult emergency events of one sort or another. If anything, our planners tend to be "overconfident" in the public's ability to respond. My impression is that there is greater planning strength in Australia, but a need to constantly train and drill responses.

■ Recovery:

Recovery planning is an integral part of the Australian (US-FEMA) model of disaster planning. Long-term

recovery in Israel appears to be less clearly planned. The National Insurance Institute (Social Insurance) would come into play and, of course, victims would be channelled into the existing medical and human services system and there is a general assumption that each relevant ministry will rise to the occasion.

How this is to be managed and financed is much vaguer, it seems, than the immediate response phase. As usual, an inter-ministerial commission will no doubt be authorised to carry out a program of rehabilitation. My experience has taught me that after the spotlight of public attention passes on to new matters we may anticipate quite a bit of human suffering before we can sort it all out.

■ Community Mental Health & Human Services:

Our uniformed response forces have been experiencing a conceptual revolution over the past 5 years. At first, the IDF Medical Corps' Mental Health Officers (psychologists and social workers specially trained to cope with combat reaction as close to the front and as immediately as possible) served as a model. More recently, community emphases have been growing in prominence.

As in other aspects, human services are largely perceived as an element of the immediate response. This growing demand for an emergency mental health input, I think, has already outstripped the preparation given human services personnel to understand or intervene in large scale emergency situations.

The community mental health input in Australian emergency thinking seems to come to the fore in the recovery, rather than the response phase. We have invested a great deal of energy in consciousness-raising and training of uniformed personnel to enhance their ability to cope with emergency human needs, or to learn how to get help in caring for those needs, but have not really gone into the human service needs in recovery.

Why the Sharp Contrast?

I have no doubt exaggerated the differences somewhat in order to emphasise the contrast. Nevertheless, even if they may not be black and white there really are quite divergent orientations. To what may these be attributed?

■ War:

We have already discussed the differing experience of war and hostilities. Even in disasters it has been shown repeatedly that people try to place the unexpected into a frame of reference within their range of past experience. This can be helpful, but at times this has led to misjudgment and catastrophe.

■ Personnel:

Israel's military experiences have naturally lent an aura of prestige and even charisma to its officers, affecting their prominence in emergency planning and management. There is no doubt that this background colors all of Israel's emergency preparedness in a way that is unparalleled in Australia.

■ Culture of Public Administration:

I have long been convinced that the cultural style of public administration in a country will have a telling effect

on its emergency operations as well. Israel has a highly centralised, hierarchical and bureaucratic tradition of public administration which is easily identified in its emergency plans as well. As one who believes that it is vital to give local community greater emergency leadership, I discovered that Australia's style of democracy and "confederated" levels of government can also make development and implementation of emergency plans a frustrating battle. As in many other areas, there must be a reasonable middle ground which should be worth seeking.

■ Influence of the Mass Media:

The mass media have had a powerful impact on Israel's public consciousness of environmental hazards in recent years, as they have no doubt in Australia as well. By way of illustration, our own concern about being along the African-Syrian Rift came on the tails of the Armenian Earthquake tragedy which had a very emotional impact on our public. Discussion of Israeli earthquake danger generated tremendous pressures to re-examine our mass disaster planning and prepare new public information materials on the subject.

Even more significant to my perspective is the legitimisation of the community mental health input in emergencies which we in Israel have recently been experiencing. It isn't only that many of the concepts of mental health have been popularised. When the millionaire heroes of "Dallas" turn to a psychiatrist for help, mental health is given an unprecedented boost in the eyes of audiences around the world.

In the area of the mental health input to emergency management in Israel, I'm afraid that we may have been too successful - our professions are not adequately trained to cope with the subject. Few social workers or clinical psychologists have had more than a smattering of exposure to crisis intervention techniques and fewer still are familiar with the country's emergency services system within which they would have to function if called upon. As a matter of fact, the emergency services are already demanding more from our mental health system in the way of preparedness that it presently seems ready to give because of budgeting difficulties.

In spite of these growing pains, human services are today an integrated part of emergency planning concepts in Israel thanks, in no small measure, to the expectation implanted through the mass media.

Conclusion

There is much about disaster planning in my own country which, despite years of involvement, is not yet clear to me and about which I can only make educated guesses. That is all the more true when it comes to my grasp of Australian planning. Nevertheless, having the opportunity to compare the disaster planning of Israel and Australia has given me far greater understanding of the problems. Despite the great differences I find the common ground to be immense. Furthermore, it has helped me focus on our own difficulties with a new perspective. I can but regret that my brief stay afforded only limited opportunity for more detailed consideration of some of the issues I touched on here.

TOWARDS NEW DIRECTIONS IN DISASTER RECOVERY

by Roger Jones
Director, Australian Counter Disaster College

A Post-Disaster Management Seminar is to be held at the Australian Counter Disaster College in June 1990, and planning for it is well advanced at this stage. In part, the seminar is designed to review developments in disaster recovery planning and management in Australia since the first such seminar, which was held in 1981. However, we are also hopeful of obtaining some international input to the seminar, noting for example that by the time of the seminar some interesting recovery lessons from overseas events such as the recent San Francisco earthquake should be to hand.

“ ...it is clear that disaster recovery planning and management in Australia has started to take significant new directions... ”

Even before the seminar, however, it is clear that disaster recovery planning and management in Australia has started to take significant new directions.

The 1981 Post-Disaster Management Seminar was, I believe, the first attempt to study recovery issues on a national scale. While it focussed on problem areas in the management of the transition from response to recovery following disaster, the seminar also canvassed a broad range of recovery concepts and general issues. A major conclusion reached by the seminar, in consideration of such issues as priority setting, political processes, financial and organisational aspects, public awareness, community involvement and welfare, was that there was an evident need for governments and other agencies to re-assess and revise as necessary their arrangements for coping with post-impact emergency and recovery phases, and for ensuring an effective transition between these phases.

Interestingly, only eighteen months before the 1981 seminar, in June 1980, the Commonwealth Departments of Social Security and Defence (the latter represented by the Natural Disasters Organisation) had co-sponsored a Welfare Administrators' Seminar at the College. This seminar resulted from a 1978 request by the Standing Committee of Social Welfare Administrators of Australia, New Zealand and Papua New Guinea for a national seminar to consider, among other matters, measures which might be necessary to improve the co-ordination of welfare services in disaster planning and organisation.

Much of the initiative for the Welfare Administrators' Seminar had come from New South Wales which, following its experiences in managing the influx of

evacuees from Darwin's Cyclone Tracy in late 1974 and in coping with welfare problems in floods in its own State, had moved to establish a State Disaster Welfare Plan in 1976. One outcome of the 1980 seminar was the establishment of a Task Force on Disaster Welfare Co-ordination, to report to the Standing Committee on a range of disaster welfare issues, and New South Wales representatives were prominent in the work of the Task Force.

In retrospect, it can be seen that the outcomes of the 1980 and 1981 seminars tended to move in different directions, at least initially.

The Task Force in Disaster Welfare Co-ordination, established following the 1980 Welfare Administrators' Seminar, produced an extensive report which was considered by the Standing Committee of Social Welfare Administrators at its meeting in September 1981 and endorsed in principle by the Council of Welfare Ministers in February 1982. One of the key recommendations in the report was that planning authorities in each State/Territory be requested to adopt the New South Wales Disaster Welfare Plan as a model for the formulation of State/Territory Disaster Welfare Plans, 'with necessary adaptation'. An examination of State and Territory disaster welfare plans developed in the early to mid 1980s shows that the New South Wales model was indeed influential.

By contrast, there were no immediate outcomes of the 1981 Post-Disaster Management Seminar largely, I suspect, because unlike the disaster welfare area there was no clear focus for general recovery issues at either Commonwealth or State/Territory levels. (The most recently-published function, goal and objectives statement for the Natural Disaster Organisation does not specify a role for that organisation in recovery co-ordination, nor do I consider that such a role would necessarily be appropriate).

“ ... the February 1983 "Ash Wednesday" bushfires in Victoria and South Australia ... did bring about, in those states at least, a re-assessment and revision of post-disaster management arrangements... ”

However, the February 1983 'Ash Wednesday' bushfires in Victoria and South Australia, which led to detailed reviews of disaster management arrangements in those States, did bring about, in those States at least, a re-assessment and revision of post-disaster management

arrangements, as called for in the 1981 seminar. Significantly, in the case of Victoria, a new State Disaster Recovery Plan, first issued in November 1987, has replaced the earlier Victoria Disaster Welfare Plan, which had been based on the earlier New South Wales model and which had been found to be deficient in application in the 1983 fires.

The two seminars, however, have not been the only influences in shaping new directions for disaster recovery in Australia.

At the time of the two seminars disaster management 'doctrine' in Australia was undergoing change - indeed, the term 'disaster management' itself was not in general use. The briefings given by College staff to participants in the 1980 and 1981 seminars on the nature and phases of disaster and on organisation for counter-disaster response were based on concepts and understandings current at the time. Management strategies were referred to in the then relatively - new UNDRO terminology as 'disaster prevention' and 'disaster preparedness'; the phases of disaster were referred to as 'pre-impact and impact', 'emergency' and 'recovery', which were descriptions then current in much of the available disaster literature.

Even before the 1983 fires, however, the impact of new concepts and understandings was being felt, substantially influenced by more recent American research and practice. The term 'comprehensive and integrated disaster management' was coming into use to describe the new all hazards/all strategies/all agencies approach, and the essential elements of disaster management itself were being described as 'prevention/mitigation', 'preparedness', 'response' and 'recovery' (in themselves representing part of the 'comprehensive' approach to disaster management).

There is ample evidence that these new concepts and understandings, which are now officially set out in 'Commonwealth Counter Disaster Concepts and Principles' (Australian Counter Disaster Handbook, Volume 1 - a 1989 publication of the Natural Disasters Organisation) had considerable influence in the Victorian and South Australian reviews after the 1983 Ash Wednesday fires.

“ ...The College for its part, will continue to address "gaps" in recovery planning and management as these are identified and as resources allow. ”

The 1987 Victoria State Disaster Recovery Plan, in particular, shows the influence of the new approaches to disaster management and of both the 1980 and 1981 seminars. The principles of recovery, recovery planning and management principles, and recovery structures, processes and programs described in the plan are the first real attempts to incorporate the conclusions of those two seminars in a unified approach to disaster recovery

management.

It is significant that the Standing Committee of Social Welfare Administrators at their Canberra meeting in October 1989 endorsed a set of 'principles of disaster recovery management' which draws heavily on the Victorian developments - and which thus represents a considerable broadening of its earlier approach to disaster welfare based on the New South Wales Disaster Welfare Plan model.

But I would suggest that these recent developments have not yet fully addressed the recovery planning and management problems identified in the 1981 seminar. Considerable progress appears to be being made in what may be termed the 'human services delivery' aspects of recovery planning and management (the recovery aspects of what was termed 'disaster welfare' in the early 1980s). However, there are still a number of policy and program areas in what may be termed the 'physical and technical aspects' of the restoration and reconstruction periods following a major disaster which require attention.

The College, for its part, will continue to address 'gaps' in recovery planning and management as these are identified and as resources allow. The report of the May 1988 workshop on Public Health Aspects of Disaster Recovery has already been published. A more extensive report on the March 1988 workshop on Engineering Aspects of Disaster Recovery, which gives practical guidelines and examples for this facet of the physical and technical side of recovery, is currently in publication. There is clearly more work yet to be done.

“ ... the developments in Australian disaster recovery concepts and arrangements in the 1980's are heartening and exciting... ”

And I am not sure that one of the new understandings about disaster management has been fully absorbed in discussions on the relationship between response and recovery management - the fact that response and recovery are not sequential: both needing to be implemented from a firm basis in planning, immediately on impact of disaster. In a sense, our earlier concepts of 'emergency' and 'recovery' as discrete phases of disaster are still with us when we talk of the 'transition' from response to recovery. While it is clear that there need to be management mechanisms to co-ordinate response and recovery activities where these are occurring concurrently immediately following disaster, it is probably no longer appropriate to use the term 'transition'.

However, the developments in Australian disaster recovery planning and management concepts and arrangements in the 1980s are heartening and exciting, and seem certain to establish new directions in the 1990's. The Post-Disaster Management Seminar in June 1990 should give us the opportunity to confirm those new directions.

EDUCATION



ACDC PROGRAM 1990

1193 Counter Disaster Planning	28 Jan - 2 Feb
1194 Evacuation Management	4 - 9 Feb
1195 Workshop- Development of Australian Emergency Manuals	4 - 9 Feb
1196 Launch of the International Decade for Natural Disaster Reduction	11 - 16 Feb
1197 Hazard Analysis for Disaster Managers	18 - 23 Feb
1198 Response Management	25 Feb - 2 Mar
1199 Hazard Management	4 - 9 Mar
1200 Workshop - Development of Australian Emergency Manuals	4 - 9 Mar
1201 Recovery Management	11 - 16 Mar
(External)Introduction to Disaster Management (NDO Canberra)	11 - 16 Mar
1202 Defence Regional Office	18 - 23 Mar
1203 Operational Disaster Management	18 - 30 Mar
1204 Response Management	1 - 6 Apr
1205 Workshop - Study Topic TBA	8 - 12 Apr
1206 Workshop - SES Regional Staff	8 - 12 Apr
1207 Exercise Management	22 - 27 Apr
1208 Response Management	29 Apr - 4 May
1179 (External) Introduction to Disaster Management (Queensland)	29 Apr - 54 May
Defence Systems Management	6 May - 1 Jun
1215 Introduction to Disaster Management	3 - 8 Jun
1216 Seminar - Post Disaster Management	10 - 15 Jun
1217 Workshop - Development of Australian Emergency Manuals	17 - 22 Jun
1218 Advanced Counter Disaster Defence Regional Office	17 - 29 Jun
	24 - 29 Jun

TASMANIAN CD TRAINING DEVELOPMENT

Early in 1989 the Tasmanian State Emergency Service commenced the first part of an intended Diploma in Emergency Management. The aim is that "at the end of the course participants will have the skills and knowledge to

be able to produce counter disaster/emergency plans for their locations which are realistic, practical and have the commitment of the community which they serve."

For further information contact:

Mr John Lunn
Chief Training Officer
State Emergency Service
83 Melville Street
Hobart TAS 7000

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LAUNCH OF THE INTERNATIONAL DECADE FOR NATURAL DISASTER REDUCTION

The United Nations General Assembly decided at its 42nd session to designate the 1990's as an International Decade for Natural Disaster Reduction.

The aim is to reduce loss of life, property damage and economic disruption from natural disasters through concerted international actions, especially in developing countries.

The formal launch of the IDNDR will be held at the Australian Counter Disaster College at Mt. Macedon in the week of 11 - 16 February, 1990. Full details of this event will be published in the next issue of The Macedon Digest.



SASAKAWA - UNDRO DISASTER PREVENTION AWARD

The Ethiopian Relief and Rehabilitation Commission was the recipient of the 1989 Award.

Endowed by Mr Ryoichi Sasakawa, President of the Japan Shipbuilding Industry Foundation, this award carries a prize of approximately US\$40,000 and is conferred annually in recognition of outstanding achievements in the field of disaster prevention and preparedness.

Suggestions or applications for nominations for the 1990 award from Australia, should be made before the end of January, 1990. Application forms are available from:

The Director
UN Information Centre
GPO Box 4045

Sydney NSW 2001

or:

The Director general
Natural Disasters Organisation
PO Box E33
Queen Victoria Terrace
Canberra ACT 2600

EMERGENCY SERVICES SEMINAR

There were more than 300 registrations, including many from interstate, at the 11th annual seminar conducted by the Victorian Combined Emergency Services Seminar Committee at LaTrobe University in Melbourne on Saturday 25th and Sunday 26th of November 1989.

The theme chosen for the seminar was "Science and Technology in Emergencies". As is customary, a specific scenario was set as a framework against which papers and presentations could be prepared. The scenario selected was that of the aftermath of a bomb explosion on board a large civilian aircraft shortly after takeoff from an Australian airport, a "real scenario" which could well occur in Australia.

As the seminar unfolded it became clear that the aftermath of such an event involved a series of often-parallel investigations which centered on what was in effect a crime scene. A common thread in many papers was the implications for members of the many emergency service organisations of this crime scene setting; this aspect provoked much discussion and many thoughtful questions.

The seminar was opened by the Chief Commissioner of the Victoria Police, Mr Kel Glare, on behalf of the Minister for Police and Emergency Services, Mr Steve Crabb. The keynote address was given by Dr Derek Clark, a consultant forensic odontologist who had been involved in the response to the recent Lockerbie disaster. Dr Clark had only just flown in from Thailand where he had been involved in victim identification of those lost in the recent Gulf of Siam oil rig ship tragedy. He was followed, having also just arrived from Thailand, by the chairman and managing director of the UK-based Kenyon Emergency Services Ltd., Mr Christopher Kenyon OBE, whose company since 1954 has been involved in over 100 major incidents requiring the identification and/or repatriation of nearly 5000 victims - Mr Kenyon having personally attended 68 of these incidents.

The Australian Counter Disaster College was fortunate to have Dr Clark and Mr Kenyon visit the College for discussions with College staff and to address students on the Operational Disaster Management course then in residence.

The Combined Emergency Services Committee is to be commended upon a highly successful seminar. The original concept for these activities grew out of informal contact between officers of the various Victorian emergency services who recognised that a forum was needed to bring together full-time and volunteer members of the emergency services to improve understanding of each other's roles and to encourage social contact between the services. The Saturday night dinner at Glenn College certainly contributed to the latter!

Further information can be obtained from:
Combined Emergency Services Committee
PO Box 112
Wandin North Vic 3139



NEO OPERATIONS

The 1988/89 disaster season has been very quiet and since the initial operations summary in Volume 4 of June this year the National Emergency Operations Centre (NEOC) has only been activated once - in response to a major fire in Vila (Vanuatu), which totally destroyed the control tower at Bauerfield Airport.

We received a request through AIDAB for a mobile air traffic control facility to be loaned until the control tower and associated facilities could be rebuilt. The request was met by using a Civil Aviation Authority mobile trailer/caravan unit, airlifted in by a C-130 of the RNZAF. The request, though relatively simple, was a good test of both national and joint AUS/NZ procedures. The loan terminated in late January 1989.

This operational period also saw an unusually high level of media interest in the re-entry of large satellites - in particular, two from NASA: SOLAR MAX and the L-DEF. Both are catered for under AUSDISPLAN and neither have nuclear power sources.

SOLAR MAX is a 2315kg scientific payload dedicated to co-ordinated observations of specific solar activity and solar flare problems. It has been in orbit since 1980 and is expected to re-enter the atmosphere in early December.

L-DEF, or the Long Duration Exposure Facility, is a 9707kg structure holding some 72 experimental payloads ranging from materials and structures through power and propulsion to science, electronics and optics. NASA still has hopes to recover this particular satellite using the scheduled December space shuttle flight.

Both satellites' orbital paths take them across the continent. The calculated probability of re-entry over Australia is about one in forty for SOLAR MAX and one in fifty for L-DEF.

What is not appreciated by most people is the fact that we in Australia have no national tracking capability and are totally dependent on data provided by the US authorities. A good liaison exists with NASA and such data as becomes available on probable re-entry timing and position is immediately relayed to the NEOC and thence to the potentially affected states or territories. Notwithstanding such warning, it is impossible to accurately predict a re-entry or the size of debris likely to impact. The risk of injury is very small and for all practical purposes the only procedures which can be implemented are those to respond if impact does cause casualties or damage.

The March 1990 issue of TMD will feature an introduction to the new Director General of the Natural Disasters Organisation, Commodore C. J. Littleton.

PUBLICATIONS & PAPERS



BHP SPONSORS NEW DISASTER RESCUE PUBLICATION

BHP has sponsored the printing of a new NDO disaster rescue manual. This generosity reflects the company's ongoing commitment to health and safety.

The Natural Disasters Organisation is currently developing a range of new national operations and training publications to be known as the Australian Emergency Manual (AEM) series. The first manual to be published in the new series is the 200 page AEM - Disaster Rescue. Distribution of some 20,000 copies will commence before the end of the year.

The purpose of the manual is to provide a basic reference on disaster rescue planning, training and operations for use by all volunteer and professional disaster/emergency personnel and organisations. NDO initiated and sponsored a national working party comprising Police, Fire, S/TES and Ambulance services to develop the manual.

NDO gratefully acknowledges BHP's kind sponsorship which will enable a wide distribution of this most vital publication.

ACDC's GUIDE TO SYSTEMS AND SOFTWARE

The Australian Counter Disaster College has published a guide to systems and software available for hazard and disaster management following a seminar on the topic earlier this year.

It is hoped that the directory will serve a number of useful purposes: to increase the information exchange between hazard management agencies concerning computer systems and software applicable to hazard management; to allow for the establishment of a network of developers across Australia; and to reduce duplication of effort.

The directory lists and describes a range of systems and software which have applications in the areas of hazard and disaster management. All management strategies are considered, from hazard mitigation and prevention planning, through to response and long-term

All correspondence to be addressed to :

The Editor

"The Macedon Digest"

Australian Counter Disaster College

Mt. Macedon

Victoria 3441 Australia

For additional copies or change of address :

Name.....

Address.....



community recovery systems.

The directory is divided into a number of sections containing Australian and overseas systems.

Systems and Software for Hazard and Disaster Management

Available from :

Australian Counter Disaster College
Main Road
Mt. Macedon Vic 3441
(054) 26 1205

DISASTER MANAGEMENT STUDIES

The Disaster Management Studies Centre located at Cumberland College of Health Sciences, NSW, has produced a series of papers covering various aspects of disaster.

Working Paper Series

#1. Anticipating the Unexpected : Is the Bureaucracy Able to Come to the Party?.....*Neil R. Britton*

#2. Coping Styles in Volunteer Rescue Workers : A Preliminary Report.....*Carmen Moran*

#3. Reflections on Australian Disaster Management : A Critique of the Administration of Social Crisis

.....*Neil R. Britton*

Occasional Paper Series

#1. Field Research in the Context of the Disaster Impact Environment*Neil R. Britton*

#2. Tropical Cyclone Warning System : A Survey of Public Interpretation and Opinions in Queensland on the Present Tropical Cyclone Warning System....*John Oliver*

■ Natural Hazards and Reinsurance : Proceedings of a Seminar sponsored by Sterling Offices (Aust) Ltd

.....*John Oliver and Neil R. Britton*

Available from :

Disaster Management Studies Centre
Cumberland College of Health Sciences
PO Box 170
Lidcombe NSW 2141

CONTRIBUTIONS

The Macedon Digest is designed to provide an information sharing forum for all individuals, organisations and agencies with a responsibility for disaster prevention, preparedness, response or recovery.

Contributions are invited by the editorial committee and we would encourage in particular concise reports of disaster management activities; identification of issues, planning, policy or procedural concerns; and research data or other material which should be brought to the attention of disaster managers.

EDITOR ; DOONE ROBERTSON
(054) 26 1205

NEW ACQUISITIONS

Supplement to The Macedon Digest December 1989.

Chernobyl

The Chernobyl Disaster: The True Story of a Catastrophe - an Unanswerable Indictment of Nuclear Power.

Viktor Haynes & Marko Bojeum. London: Hogarth Press, 1988.

363.1790947714HAY

Published to coincide with the second anniversary of the most terrible nuclear accident to date *The Chernobyl Disaster* is an unanswerable indictment of those who continue to preach the cause of nuclear power. The authors set the disaster in the context of the ailing Soviet economy and its leaders' apparent disregard for the environment: what makes their book so vivid and so effective is their use of contemporary Ukrainian reports - many of which were fiercely critical of official incompetence and dissimulation, as well as providing first-hand accounts from survivors and rescue-workers. Combining informal analysis of what actually went wrong with a terrifying evocation of what it is like to live through (or die from) a nuclear accident, this is the most urgent of all cautionary tales.

Crisis Management

Crisis Management: a Casebook.

Edited by Michael T. Charles & John Choon K. Kim. Springfield, ILL. CC. Thomas, 1988.

363.3480973 CRI.

By developing a sound foundation in emergency management, professionals will be better prepared to deal with natural and man-made disasters. The purpose of this casebook is to meet the growing need for educational materials in this area and to provide crisis management case studies which demonstrate the numerous administrative challenges faced by decision makers. Fourteen major disasters from throughout the United States are discussed including the Love Canal dump site, MGM Grand Hotel fire, Hyatt skywalk disaster, 1985 TWA hijacking, eruption of Mount St. Helens, Hurricane Frederic, and the Coalinga earthquake. Each case provides management examples in the four recognized management stages - mitigation, preparedness, response, and recovery - and concludes with discussion questions and a list of emergency management resources.

Training Manual for Human Service Workers in Major Disasters.

Prepared by the Institute for the Studies of Destructive Behaviors and the Los Angeles Suicide Prevention Centre. Rockville, md: Dept of Health, Education, and Welfare, 1978.

P155.935 TRA

This manual represents a first effort to produce a training instrument to be used in the development of an effective response to the emotional problems which may occur when a major disaster disrupts the functioning of individuals, families, communities, and regions.

The manual is based on the fact that when a disaster strikes a crisis is produced. An effective response to that crisis embodies what has been learned from crisis intervention, the principles and techniques of which are aimed at two emotional difficulties. This manual includes techniques which have been developed from thousands of emergency calls, over the past 16 years, to the Los Angeles Suicide Prevention Center and have been adapted to the kinds of problems which are caused by major disasters.

Flood Forecasting

Flood Warning in Australia: Policies, Institutions and Technology.

Edited by B.I. Smith & J.W. Handmer. Canberra Centre for Environmental Studies. 1986.

363.3493720994 FLO

Flood warning arrangements in Australia have been under scrutiny since the functions of the federal Bureau of Meteorology were reviewed a decade ago. Clarification of the roles of the Bureau and other flood warning agencies is essential if the effectiveness of warnings is to be improved.

This book is the proceedings of a Workshop held at CRES in February 1986. The participants were people activity involved in flood forecasts and warnings: officials from Federal, State, regional and local government in Australia; academics, representatives from engineering consulting firms and the insurance industry; and contributors from New Zealand and Britain.

The book comprises 20 chapters of which seven are devoted to institutional arrangements for forecasting, warning and funding. The remainder deal with warnings for dam failure, current forecasting technology, economic factors, and the

human response to warnings, with a concluding chapter taking a critical look at future developments in flood warning policies and institutions in Australia.

Flood Warning in Australia is one of the first national surveys of flood warning issues and policies and goes well beyond technical detail. It will be of interest to flood warning specialists not only in Australia, but also to those in other countries who can draw to advantage on Australia's experience.

Hazardous Materials

Hazardous Chemicals Desk Reference.

N. Irving Sax and Richard J. Lewis, Sr. New York: Van Nostrand Reinhold, 1987.

604.7 SAX

Here at your fingertips is vital information on over 4700 of the most hazardous chemicals and compounds used in industry, manufacturing, laboratories, and the workplace. Written by two of the foremost authorities on the subject, this indispensable guide alerts you to the short-term as well as the chronic hazards caused by improper handling of, and exposure to, dangerous chemicals.

The major portion of this easy-to-use reference consists of clear and concise entries on each of the chemicals covered. Each entry features a Toxic and Hazard Review paragraph indicating such hazards as poisons, irritants, corrosives, flammables, explosives, and carcinogens.

In addition, five chapters are included expressly to help people who are responsible for the safety of employees in companies using chemicals.

Media Coverage

Shared Vulnerability: The Media and American Perceptions of the Bhopal Disaster.

Lee Wilkins. New York: Greenwood Press, 1987.

F070.449363179 WIL

More than two years after the Bhopal disaster, fatalities and illnesses in this central Indian city continue to be reported by U.S. media. Litigation involving Union Carbide still makes the front page. In this new book, Professor Wilkins offers a unique case study of news accounts of the worst industrial accident in history, combining a detailed review of media coverage with an analysis of public reaction to these reports.

The first chapter of the book provides a description of the events in Bhopal at the time of the disaster and an account of the accident

"aftershock" through December 1985. The content analysis of American media coverage evaluates reportage by the three wire services, the nation's three major news magazines, the eastern prestige press, and television. Criteria explored in the analysis include the topics of coverage, the sources cited in the stories, and the differences in coverage within specific mediums or among media. The author next discusses the results of polls that measured what Americans remembered of the event and of media reports. In the book's concluding chapters, Wilkins considers the ethical implications raised by newspaper, magazine and television photographs of Bhopal's victims.

She also examines the mass media's contribution to the growing doomsday mythology surrounding science and the implications of this phenomenon for democratic decision making. Emphasizing the role of the media in stimulating public debate and efforts to reduce industrial and environmental hazards, Professor Wilkins outlines a four-part plan for improving media coverage of events such as the Bhopal disaster. This study will be important reading for scholars, students, and professionals concerned with hazard mitigation, media coverage of crises, the role of the mass media in a democracy, and empowerment under crisis conditions.

Moorgate Train Disaster

Moorgate: Anatomy of a Railway Disaster.

Sally Holloway. London: David Charles, 1988

363.12209421 HOL

Moorgate-Anatomy of a Railway Disaster is a must for all readers interested in disaster/rescue/medical work anywhere in the world where there is an underground system, not least the proposed Eurotunnel.

When a quiet, experienced, conscientious motorman on the London Underground railway system drove his crowded commuter train into a dead-end tunnel at 40mph on 28 February, 1975, rescue workers were faced with a situation which was described succinctly by a senior police officer: "Never, in our wildest imagination, had we imagined anything like this."

But police, fire and ambulance workers were all professionals; their training, experience and preparation, coupled with their flexibility and amazing inter-service co-operation adapted to the series of crises which faced them during the five full days of the inferno which ensued between their call to Moorgate and the final 'stop' message.

The experts from the emergency services are still discussing Moorgate, still using its lessons to improve procedures in accidents as far apart as

London, Tokyo, and Mexico City. New equipment, even some of the planning for safety in the proposed Channel Tunnel, have all emerged as a result of Moorgate.

In this study of the disaster, Sally Holloway has talked to emergency workers, firemen, police and ambulance staff, as well as doctors, scientists and railway engineers in an attempt to piece together a full picture of the amazing co-operation between 'the professionals' who worked underground during the five gruesome days of the rescue work.

Natural Disasters - Social & Economic Aspects

Epidemiology of Natural Disasters

J. Seaman. Sydney; Karger, 1984.

614.4 SEA

International relief efforts following natural disasters have lacked a firm body of evidence to rely upon when determining the type of aid required and designing strategies for its effective implementation. This book attempts to provide such a body of evidence through critical, systematic assessment of what is presently known about the specific health consequences of different kinds of natural disaster. Drawing upon both published and unpublished records, the authors have synthesized and interpreted all presently available data and statistics pertaining to the incidence of death, injury, disease, and physical and mental suffering within affected populations.

In order to give this study maximum practical utility, the authors have limited their coverage to those natural disasters, namely earthquakes, cyclones and storm surges, tornadoes, tsunamis, and floods, which cause the greatest loss of life and form the main concern of international relief organizations. Six chapters are included. The first interprets data and statistics on death and type of injury specific to each type of disaster. Through this analysis, characteristic patterns of injury emerge, offering valuable guidance when considering precise requirements for emergency aid. In the second chapter, devoted to communicable disease and disease control, readers will find the surprising conclusion that populations affected by natural disasters do not face hazard from disease to the extent commonly supposed. Subsequent chapters establish a framework within which the risk of environmental exposure can be assessed, present data that challenge the assumption that a population affected by disaster is always in need of food distribution, and explore the psychological and social responses known to follow disaster. In each of these chapters, discussions and conclusions are consistently directed by the goal of guiding the most effective provision of

disaster-specific relief. The final chapter discusses how the practical application of epidemiological methods to disasters can allow the formulation of sufficiently reliable generalizations pertaining to disaster-specific effects. An appendix covering the special case of volcanoes concludes the book.

Unique in its approach, this study presents arguments that challenge many common assumptions concerning the extent of injuries, the likelihood of epidemic disease, and the sufficient duration of emergency relief. Epidemiologists and public health professionals will need to read this important study and act upon its implications for radical change in relief policy.

Nuclear Power

Something in the Wind: Politics after Chernobyl

Edited by Louis Mackay & Mark Thompson. London: Pluto Press, 1988.

333.7924094 SOM

The Chernobyl disaster in 1986 brought home to people all over the world the risks of nuclear power. More recent revelations - about the 1957 Windscale fire, and the Transnuklear scandal - have only added to popular fears. There is growing recognition that civil as well as military nuclear programmes are inherently dangerous, and that the two depend on each other, technologically and politically.

At the same time, there is a sense that change is now possible. Under popular pressure, some countries have decided to phase out nuclear power; others are mothballing their existing reactors. And the INF agreement has finally shown that real steps towards nuclear disarmament by the USA and USSR are possible. Anti-nuclear activists now have space to draw breath and consider their priorities. The increasing importance of environmental politics - in the Soviet block and the Third World as well as in the West - brings new scope for co-operation amongst grassroots groups working to create a peaceful, democratic, just and ecologically sustainable world order.

Something in the Wind examines the web of issues which envelope Chernobyl: issues of nuclear technology, energy policy, development policy, peace and environmental activism, the politics of Cold War, democracy and the 'secret state'.

The first section deals with nuclear power - what happened at Chernobyl, and why, the history of the Soviet nuclear power programme; the risks and consequences of nuclear accidents; the obsessive secrecy of nuclear planning. The second traces the continuing political fallout from Chernobyl, east and west, north and south. The third and final section considers alternative energy

and development policies, as well as ways in which 'green' objectives might be achieved in the Western democracies.

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Risk

Risk Analysis and Scientific Method Methodological and Ethical Problems with Evaluating Societal Hazards.

K.S. Shrader-frechette. Dordrecht : D. Reidel, 1985.

303.483 SHR

Risk Analysis and Scientific Method is a philosophical analysis of the methodological, epistemological, and ethical problems associated with contemporary risk assessment. To determine risk acceptability, assessors generally employ either risk-cost-benefit analysis or the method of revealed preferences (Shrader-Frechette's companion volume, *Science Policy, Ethics, and Economic Methodology*, analyzes the method of risk-cost-benefit analysis). After criticizing these scientific theories and epistemological assumptions, the author offers four specific suggestions for amending both the theory underlying, and the practice associated with, the method of revealed preferences. In addition, in the conclusion Shrader-Frechette outlines two more general methodological proposals which would require sweeping changes in the way risk analysis is now performed. The volume is a detailed, reasoned analysis of frightening flaws in current risk methodology, presenting a devastating critique of contemporary risk analysis and of the scientifically implausible and morally abhorrent assumptions built into it.

The book will be of primary interest to philosophers involved with science and science policy; lawmakers, policy analysts and government workers; technology assessors; environmental impact assessors, engineers and economists; urban planners; political scientists, applied philosophers and risk assessors. It should also be of value to sociologists, attorneys, decision theorists, and historians of science. The work is suitable for textbook use in both undergraduate and graduate courses in the areas covered by the above listing.

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Risk Management

NATO Advanced Study Institute of Environmental Impact Assessment, Technology Assessment, and Risk Analysis (1983: Les Arcs, Savoie, France)

Environment Impact Assessment, Technology Assessment and Risk Analysis:

Contributions from the Psychological and Decision Sciences. Edited by V.T. Covello...et. al. New York: Springer-Verlag, 1985.

33.71 ENV

This volume is the outcome of a recent NATO Advanced Study Institute (ASI) on "Technology Assessment, Environmental Impact Assessment, and Risk Analysis: Contributions from the Psychological and Decision Sciences." The Institute was held in Les Arcs, France and functioned as a high level teaching activity during which scientific research results were presented in detail by eminent lecturers.

The Institute covered several areas of research including quantitative studies on decision and judgmental processes; studies on human intellectual limitations, studies on risk attitudes and perceptions; studies on factors contributing to conflicts and disputes about hazardous technologies and activities; studies on factors influencing forecasts and judgments by experts; studies on public responses to technological hazards; and case studies applying principles and methods from the psychological and decision sciences in specific settings.

The volume is divided into five sections. The papers in Section I provide an overview of the field of inquiry. Section II focuses on theoretical and methodological contributions from psychology, while Section III focuses on contributions from the decision and system sciences. Several case studies are included in each section. The papers in Section IV provide cultural and philosophical perspectives on the three central topics covered by the Institute. The last section includes several overview papers written from the perspective of policy analysis, administrative science, and the law.

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